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ABSTRACT

Guidance has been and continues to be a major economic and social program that assists individuals of all ages and circumstances in dealing effectively with their lifelong development, including occupational choice and job adjustment. Comprehensive programs of guidance and counseling serve as the link between providing occupational training and employment readiness for the eventual transition to and satisfaction in the workplace. The statement of purpose in the Carl D. Perkins Vocational Education Act of 1984 sets forth an ambitious and important agenda for vocational education to help the nation meet the challenges facing it. Guidance should be treated as a program that has characteristics similar to other programs in education and vocational education (including learner outcomes, activities and processes to assist learners to achieve these outcomes, professionally certified personnel, and materials and resources). Guidance and counseling should be developmental and comprehensive, should focus on individuals' competencies rather than just on their deficiencies, should be built on a team approach, and must mandate articulation. Previous research reported in the literature is described, as well as a survey undertaken in March 1987 on the use of federal funds for vocational education in the United States. Thirty-one of 50 state career guidance supervisors provided information and suggestions for change. (MN)

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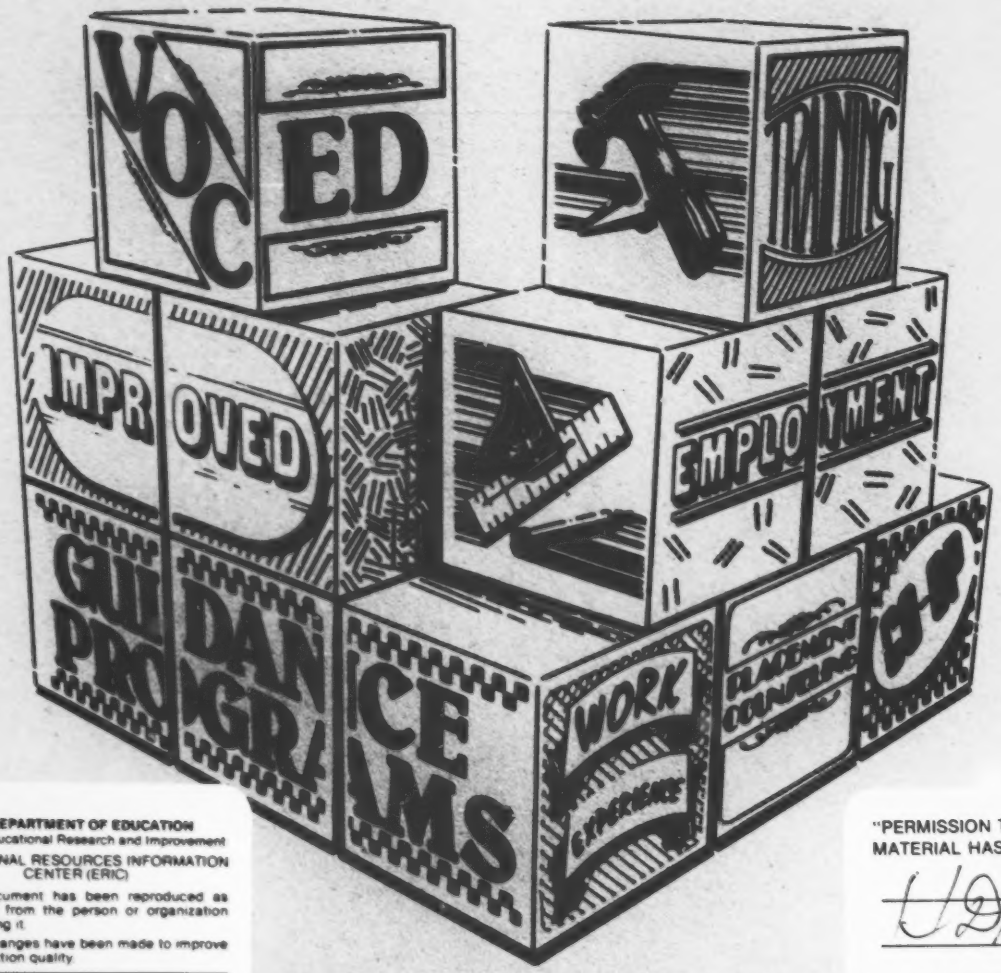
through

Improved Guidance Programs in the 1990's



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Strengthening Work-Related Education & Training

through

Improved Comprehensive Guidance and Counseling Programs in the 1990's

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PREFACE

This paper was prepared to highlight the centrality and importance of quality comprehensive career guidance and counseling progams in national efforts to implement educational reform. Such reform is necessary for excellence in the initial preparation and reskilling of American youth and adults for a more competitive position in world markets and work role satisfaction. The primary impetus for this paper grew out of the professional commitment and concern of the national state career guidance leadership, a key group committed to implementing the guidance provisions of federal laws such as the Carl D. Perkins Vocational Education Act, Job Training Partnership Act (JTPA) and numerous other legislative acts in education and training.

During the past three years, state guidance leaders have worked hard to implement the Carl D. Perkins Vocational Education Act; particularly Title III, Part D.:

> Grants. . . shall be used . . . for programs designed to improve, expand, and extend career guidance and counseling programs to meet the career development, vocational education, and employment needs of vocational students and potential students. . . . programs shall . . . encourage the elimination of sex, age, handicapping condition, and race bias and stereotyping and be accessible to all segments of the population, including women, minorities, the handicapped, and the economically disadvantaged.

Although the guidance community recognizes the importance of the intent of the Title III, Part D as well as fully understands how career guidance improves individual choice, achievement, work entry, productivity and satisfaction, frustration comes from counselors having limited client access and resources. It's because of past effective demonstration of career guidance and counseling programs that state guidance leadership personnel believe that only through comprehensive guidance and counseling programs will youth and adults be able to decide realistically about their education, family, and work future. Successful vocational education and career guidance programs take full advantage of youths' and adults' unique characteristics and all of the options available to them.

This paper is presented on behalf of those who are and could be served by quality guidance, counseling, education, and training experiences as well as the nation's professional counseling and guidance personnel. In addition, the authors hope that it also speaks indirectly for thousands of volunteer guidance staff in elementary, secondary, postsecondary, and other special learning environments. This paper not only describes important events in the guidance and counseling movement and how guidance programs have demonstrated their effectiveness in meeting national problems and priorities, but it also depicts where guidance programs and staff exist that could be used to advantage in the future. In addition, the monograph reveals where past federal investments have been applied and reports the effects of those investments. Finally, through this paper, the authors intend to make clear how tht guidance community has become a key partner in realizing national priorities and what legislative actions are needed to enable guidance and counseling personnel to be fully responsive to national needs.

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THE EFFECTIVE PARTNERSHIP OF GUIDANCE AND VOCATIONAL EDUCATION

During this century, our country has undergone substantial changes in its occupational, industrial, social, and economic structures. Occupational and industrial specialization have increased dramatically. Increasing size and complexity are the rule rather than the exception which often creative job invisibility, making the transition from school to work, and from work to further education and training difficult.

Social structures and social values have changed, becoming more complex and diverse. New and emerging social groups are challenging established groups, demanding equality. People are on the move too, from rural to urban areas and back again and from one region of the country to another in search of economic, social, and psychological security.

The Importance of Guidance to Society: An Historical View

As these changes and others are taking place in our society, many organizations and groups of interested and involved citizens establish programs and services at national, state, and local levels to help individuals deal effectively with them. Within the educational community, guidance and vocational education personnel have been and continue to be in the forefront of providing such programs and services. Guidance personnel, in particular, have played key roles in responding to individual and societal needs in times of change. Here are just a few examples:

- In the early 1900's, industrialization was increasing rapidly. Mass immigration was taking place as was urbanization. Schools were highly academic in orientation. Little attention was given to providing occupational skills and even less attention was given to helping individuals make the school-to-work transition. In response to these conditions, guidance personnel joined with vocational education personnel to change education to make it more related to life and work. Guidance techniques were developed to assist individuals in the transition from school to work.

- In the 1920's and the 1930's extensive work was done to improve the nature and availability of career information. The National Career Development Association, founded in 1913, established guidelines for quality career information and subsequently sought to improve the development and dissemination of such information over the ensuing years. Extensive work by professionals in and out of government service in the 1930's and 1940's led to the establishment of many of the career information resources available today.

- During and after World Wars I and II and the Korean and Vietnam conflicts, substantial work was done in aptitude and ability assessment. After each of the World Wars, but particularly World War II, extensive guidance programming was provided to assist returning veterans to take up their lives once again to start afresh.

- In the late 1950's widespread concern was again expressed about the adequacy of our educational system, particularly in science and engineering technology. Again, guidance personnel were called upon to take a major role in responding to this social mandate.

- During the 1960's and 1970's, social activism escalated. Social programs of many kinds were initiated. Unemployment and underemployment were of particular concern. Guidance programming including assessment, counseling, career information, placement, follow-up, and follow-through activities were seen by many groups, including the federal government, as a highly legitimate and effective tool in assisting individuals to find employment, stay on the job, and advance in the work world.

- During the 1980's, challenges once again were issued concerning the effectiveness of education and the competitiveness of the United States economy and its workers in international markets. Guidance programming and guidance personnel were again called upon through the Carl D. Perkins Vocational Act of 1984 and other pieces of federal legislation to respond to the needs of our citizens of all ages and circumstances.

Important Changes in the Structures and Strategies of Guidance

The brief chronology of the impact of guidance illustrates that guidance has been and continues to be a major economic and social program that assists individuals of all ages and circumstances in dealing effectively with their lifelong development including occupational choice and job adjustment. Also, it is important to realize that during this century, practitioners have witnessed substantial improvement in the nature, practice, and effectiveness of guidance. The improvements have occured party because of how counselors and other guidance personnel responded to changes in the structure of American society and its economy, and partly because of the research and development work of the guidance and counseling profession. Certain of these changes are cited as follows:

- At one time guidance was practiced mainly as a process to help young people make the transition from school to work. Now guidance includes that goal but is much more. Now guidance is a program that assists individuals of all ages and circumstances to live more effective lives and to be more effective citizens.

- At one time guidance was practiced mainly as an ancillary, crisis-oriented service. Now guidance is understood and is beginning to be practiced as a comprehensive, developmental program, from early childhood through the adult years, based on personal and societal needs. Crises and problems are responded to from a developmental perspective.

- At one time guidance was practiced mainly as a way to assess the aptitude and interests of individuals to assist them in occupational choice making. Now guidance includes that goal and much more. Now guidance is practiced as a program that assists all individuals to develop competencies in self-understanding, interpersonal relations, decision making, goal setting, and planning, so that they are able to make effective life decisions including informed occupational choices.

THE PROVIDERS, SETTINGS, AND EXPECTATIONS OF GUIDANCE AND COUNSELING PROGRAMS

Guidance has become a major endeavor and program in our nation's educational, employment, training, and numerous community agencies. Comprehensive programs of guidance and counseling serve as the link between providing occupational training and employment readiness for the eventual transition to and satisfaction in the work place. Guidance programs are operating to varying degrees of completeness in a wide variety of settings. At the secondary level, guidance personnel are represented in public and private comprehensive and vocational high schools. At the postsecondary level, vocational programs including guidance are offered by colleges and universities, community and junior colleges, area vocational schools, public and private noncollegiate postsecondary schools, correspondence schools, and correctional facilities, to mention a few. In addition, thousands of professional counselors and guidance personnel are employed through the U.S. Department of Labor's Job Training Partnership Act (JTPA) offices and by their Employment (Job) Service, with offices in the majority of the nation's cities. Table 1 profiles both the types and numbers of agencies nationwide and the approximate number enrolled or number of clients served.

Within each of these institutions or agencies, professional counselors and a variety of other guidance specialists and support staff provide guidance program leadership and services. Table 1 reflects the approximate numbers of staff that typically are available as well as the numbers of clients who require or request guidance and counseling assistance. Although the data provided suggest that a range of guidance staff is available, there is striking evidence to suggest that the number is not sufficient. One major problem is the uneven distribution of staff availability in certain settings. As an example, an analysis of the dearth of staffing and availability of guidance programs in our nation's 7,000 rural schools is cause for alarm. It is estimated that, in these locations, less than 10 percent of elementary students have access to guidance programs, whereas at the junior high and senior high school levels, less than 40 to 50 percent of these students have access to guidance programs. Furthermore, the staff are often only part time in this position and have little or no budget specifically for a comprehensive guidance program.

In some of our largest states and cities, the counselor-student ratios in public schools are much greater than the American School Counselor Association recommends. The average of combining the ratios of four of the ten largest cities in the United States would well exceed 1 to 700. Additional examples of the inadequacy of staff, programs, and resources could be cited in correctional settings and in a variety off community agencies. When one examines these figures in terms of the increasing needs of youth and adults who have deficiencies in basic skills, are dropping out of education before they are fully prepared, are encountering unemployment, and lack employabilty skills and access to training and work opportunities; it is clear that expanded and extended guidance programs are manadatory. With the increased emphasis on academic basic skills, additional course requirements, and better preparation for the transition to work, high quality guidance programs are required more than ever before.

Guidance programs can be equitably responsive to society's problem and the needs of clients only when fully staffed with competent professionals and paraprofessional staff and when students are provided time during school to participate fully in the school's guidance program. It is

TABLE 1

Providers and Recipients of Work-related Education, Training, and Guidance

Setting	Number of Institutions	Enrollments	Counselors/ Guidance Specialists
Public Secondary Schools	22,336	12,467	1:490*
Private Secondary Schools	2,219	Unknown	1:490*
Junior and Middle Schools (Private/Public)	12,821 public Unknown private	Unknown	Unknown
Elementary Schools (Private/Public)	70,804	27,047 public Unknown private	13,133 public Unknown private
2-Year Public Institutions of Higher Education	929	4,269,733	Unknown
4-Year Public Institutions of Higher Education	564	5,209,540	Unknown
2-Year Private Institutions of Higher Education	363	261,344	Unknown
4-Year Private Institutions of Higher Education	1,445	2,506,438	Unknown
Public Non-Collegiate Postsecondary Schools (1977)	2,000	770,000	Unknown
Private Non-Collegiate Postsecondary Schools (1978)	7,400	1,000,000	Unknown
Correspondence Schools Universities (public) Military/Federal (public) Private	 100 30 400	 250,000 2,000,000 3,000,000	 100** 30** 400**
JTPA Prime Sponsors	610	752,900	471
State Correctional Facilities (that provide vocational education)	45 states***	Approx. 93,000	Unknown
State Employment Service Agencies (1979)	2,600	17,000,000	5,100
Educable Mentally Retarded/Special Education	Unknown	361,638	7,063****
Area Vocational Schools	1,089	575,000	1,500
Job Corps	105	101,250	425

NOTE: *Represents an average ratio of counselors to students in high schools across 6 cities (Boston, Chicago, Houston, Los Angeles, Miami, New York and St. Louis)

**Guidance Specialists/Counselors are referred to as Directors of Education in this case. They are responsible for three things: (1) course development; (2) information systems management; and (3) student services. There is one Director of Education per school.

***The number of institutions reporting is not known, but the number of states is. The numbers are approximates.

****Work-Study Coordinators/Vocational Education Teachers.

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important to point out that, in addition to professional counselors who perform a variety of roles and functions, numerous other types of helping professionals are essential for a total guidance program team. Such professionals include (1) placement specialists (2) career information specialists (3) career explorational instructors (4) work experience specialists and (5) occupational specialists.

In addition to understanding who the providers are and where they work, we must appreciate the primary emphases of their programs. Table 2 depicts these emphases in a sample of nine different settings. Because many of the competencies that students and/or clients acquire as a result of their participation in guidance programs are learned over several years, the competencies are taught at all or most age levels. This demonstrates the need for a developmental approach to assist students and/or clients in acquiring career development competencies as they take on different characteristics over time.

TABLE 2

Primary Emphasis of Guidance Programs in Diverse Settings

	Age Level	*Self-Assessment*	*Self-Concept*	*Career Decisions*	*Career Planning*	*Career Awareness*	*Career Exploration*	*Work Experience*	*Employability*	*Coping with Work*	*Economic Realism*	*Work Options*	*Training Options*	*Job Placement*	*Follow-through*	*Job Progression*	*Special Transitions*
1. Elementary Schools	Age 6 to 12	●	●	●	●	●					●	●					
2. Junior and Middle Schools	Age 12 and up	●	●	●	●		●				●	●	●				
3. Secondary Schools	Age 14 and up		●	●	●		●	●	●	●		●	●	●	●		
4. 2 Year Postsecondary Schools	Age 18 and up			●	●			●	●	●		●		●	●	●	
5. 4 Year Institutions of Higher Education	Age 18 and up			●	●			●	●	●		●		●	●	●	
6. Correctional Institutions	Age 14 and up		●	●	●				●	●		●	●	●	●		●
7. CETA	Age 16 and up	●	●	●	●	●	●	●	●	●		●	●	●	●		●
8. Job Service	Age 16 and up	●	●	●	●				●	●		●	●	●	●		●
9. Educable Mentally Retarded	Age 6 and up	●	●			●	●	●	●	●	●	●		●	●		●

In summary, it is important to note that comprehensive guidance programs play an important role in resolving many of the major problems facing our nation's youth and adults. It has been demonstrated that when comprehensive guidance programs help individuals develop healthy self-images, view the future with hope and realism, and become knowledgeable about their educational and work options, they are typically more satisfied with life and become positive contributors in society.

Given the challenges of the 1990s, and realizing that quality guidance and counseling programs can have substantial impact on personal as well as social and economic problems and issues, several changes in available programs need to be considered. On a national scale, guidance and counseling programs need a larger number of highly trained, institutionally supported, effective teams of guidance personnel led by certified professional counselors to better ensure that all students, agency clientele, and institutionalized individuals have access to the following:

1. Systematic exposure to and use of career and labor market information.

2. A developmental sequence of self-awareness activities and education and work exposures that reflect the individual's interests and life goals and the realities of current and projected opportunities.

3. Continuous exposure to the realization that the career development skills are paramount to life and work success.

4. An opportunity to develop, test out, modify, and participate in a counselor-assisted process of decision making and career planning.

5. A carefully planned exposure to adult work-role models and the development of work-related employability skills.

6. Professional assistance during periods of transition between education to work or work to education and training.

Individuals of all ages and circumstances will require the availability of professional and paraprofessional guidance and counseling personnel to help them prepare for earning a living through realistic and work-related learning. It will also demand professional counselors who are available to work with teachers; counselors who assist parents in their guidance roles; and counselors who spend time with employers, governmental officials, and community agencies. These professionally trained and certified counselors also need to be supported by other guidance-trained specialists in order to ensure that the quality of guidance programs is high, programs are provided when they are needed, and programs use the best talent, technology, and information available.

HOW GUIDANCE AND VOCATIONAL EDUCATION WORK TOGETHER TO MEET NATIONAL CHALLENGES

The statement of purpose in the Carl D. Perkins Vocational Education Act of 1984 sets forth an ambitious and important agenda for vocational education to help our nation meet the challenges it faces today and tomorrow, nationally and internationally. These purposes focus on a number of important roles for guidance and vocational education personnel including:

- Meeting the nation's need for qualified, productive workers.
- Responding to individuals of all ages and circumstances who require more programs and services
- Strengthening economically depressed communities.
- Keeping vocational education relevant.
- Responding to the nation's equity goals.

To achieve the purposes of the Carl D. Perkins Vocational Education Act of 1984 and any additional purposes that may emerge during the reauthorization process will require full collaboration with other delivery systems in the larger current educational community in which vocational education operates. If vocational education is to be viewed as part of the solution to certain of this country's problems and challenges, it is necessary to underscore the needed participation of other groups. As one of these groups historically and presently linked to programs capacitating individuals personally, socially, intellectually, and occupationally, the nation's guidance and counseling community is uniquely qualified to speak and participate as a full and equal partner with vocational education to help solve these problems and respond to these challenges.

Vocational education does indeed have an important role to play, but we firmly believe that without providing sound, comprehensive guidance and counseling programs to those who will become instrumental in this country's prosperity, we will have failed in our obligation.

In our rush toward the rapid solution of massive social challenges—chief among them structural, demand-deficient, and frictional unemployment—it is easy to fall victim to a dangerous tunnel vision: that a quantifiable increase in the nation's trained work force will eliminate these problems. History has shown us the cost of such shortsightedness, for it overlooks the essential investments of individual choice, motivation, and perseverance that distinguish the purposeful from the aimless; the productive worker from the alienated laborer; those who know themselves, their options, and their capacities from those described (by themselves or others) as "out of skill, out of luck, and out of hope."

The Impact of Comprehensive Guidance and Counseling Programs

What has been the impact of comprehensive guidance programs in responding to these challenges? More specifically, what has been the impact of such programs as they assist adolescents and young adults with their career development and their vocational education and employment needs? A major review of research on the impact of career guidance that was undertaken by the National Center for Research in Vocational Education (Campbell, Connell, Boyle, & Bhaerman, 1983) helps answer this question.

The research studies that were reviewed by Campbell and his associates had to meet the following criteria: (1) the study was conducted since 1970, (2) the population of the study was in grades 9-14, (3) the size of the study sample was twenty-five or more, (4) the setting for the study was an educational agency or community service organization, and (5) the study was empirical. After the studies were obtained, each was reviewed according to its objectives, interventions for implementing the objectives, setting, instruments used to measure the effect of the intervention, and major findings or outcomes.

A wide array of objectives in these studies were evident. The objectives were grouped into five broad outcome categories or themes. These were: (1) improved school involvement and performance, (2) personal and interpersonal work skills, (3) preparation for careers, (4) career planning skills, and (5) career awareness and exploration. A number of studies had multiple objectives that cut across several of the categories.

The following summaries indicate the major findings of the empirical studies:

- *Improved school involvement and performance.*

  A total of forty-one studies focused on one or more of the five dimensions of this theme. The majority of the studies reported gains in student behaviors. The gains were attributed primarily to interventions involving individualized student learning experiences such as experienced-based career education, special classroom activities, career exploration, and counseling.

- *Personal and interpersonal work skills.*

  A total of thirty studies dealt collectively with this multiple objective—nineteen with self-awareness, five with interpersonal and life skills, and six with work values. The overwhelming majority of studies in this outcome category reported positive effects, i.e., twenty-six out of the total of thirty. In summary, the various interventions utilized—particularly employer based career education, career education and career and vocational exploration—led to favorable results.

- *Preparation for careers.*

  Fourteen studies focused on this theme. Twelve studies demonstrated positive gains. The gains were attributed to four types of interventions: (1) counseling, (2) classroom instruction, (3) employer based career education, and (4) career exploration activities.

- *Career planning skills.*

  In general, career guidance interventions seem to have a beneficial impact on acquiring career planning skills. Of the thirty-four studies reporting evidence on this theme, twenty-seven found a positive outcome. Although many different interventions were used to achieve the outcomes, two were mentioned in over half the studies—employer based career education and counseling. Other interventions ranged from computer-based programs to classroom activities.

- *Career awareness and exploration.*

  Forty-four studies reported data in this area. Of the total, thirty-one studies showed positive results in various aspects of this objective. The remaining thirteen indicated either no significant differences between the groups studies, mixed results, or minor differences. In terms of interventions that showed more positive effects, the following were most prevalent: career and vocational exploration, experience-based career education, counseling activities, and career education activities.

Based on their review of the research of the impact of career guidance, Campbell, Connell, Boyle, and Bhaerman (1983) drew the following three conclusions :

- The preponderance of evidence suggests that career guidance interventions achieve their intended objectives **if** guidance personnel are given the opportunity to provide structured guidance interventions in a systematic, developmental sequence.

- Career guidance has demonstrated its effectiveness in influencing the career development and adjustment of individuals in the five broad outcome areas.

- Career guidance has been successful in assisting individuals representing a wide range of subpopulations and settings, such as in correctional institutions, vocational training centers, community colleges, and rehabilitation centers.

Another study, one completed by the American College Testing Program, provides additional evidence of impact (Prediger and Sawyer, 1986). Prediger and Sawyer compared indicators of student career development collected in 1973 and again in 1983. This is an important comparison because career guidance was receiving renewed interest in 1973 so this provides a ten-year period to see possible impact. The comparisons were made on nationally representative samples of junior and senior high school students — N=18, 129 in 1973, and 154,432 in 1983. The indicators included career-related concerns, career planning involvement, and reactions to career planning services. The major trends identified included:

> . . . a 32% increase in the proportion of 11th graders who reported receiving some or a lot of career planning help from their schools. Moreover, the proportion of students involved in typical career exploration activities increased significantly over the ten years of the study. In general, the ten-year trends indicate that schools are having a greater impact on student career development than they were in 1973 (Prediger and Sawyer, 1986, p. 45).

In the same study, Prediger and Sawyer (1986) reported selected results of the 1985 Gallup Poll of teachers' attitudes toward the public school. The Gallup Poll, they reported, found that when parents were asked to rank 25 goals of education, the goal ranked third highest was "to develop an understanding about different kinds of jobs and careers including their requirements and rewards." Tied for sixth was "to help students make realistic plans for what they will do after high school graduation" (Gallup, 1985, p. 237).

In summary, what is the answer to the question, do career guidance interventions have an impact? **The answer is yes.** Note the second conclusion of the Campbell et al reveiw of research. They stated that "career guidance has demonstrated its effectiveness in influencing the career development and adjustment of individuals in the five broad outcome areas." Note too, that these five broad outcome areas correspond closely to the anticipated individual outcome specified in Title III, Part D of the Carl D. Perkins Vocational Education Act of 1984.

The yes answer was qualified by Campbell, Connell, Boyle, and Bhaerman (1983) however, when they stated that career guiance does have an impact "if guidance personnel are given the opportunity to provide structured guidance interventions in a systematic, developmental sequence." This is an important if!

COMPREHENSIVE GUIDANCE AND COUNSELING PROGRAMS: SOME BASIC PREMISES

The previous section has presented compelling evidence that comprehensive guidance and counseling programs have an impact on certain social, economic, and individual goals we share in common with our colleagues in vocational education. The previous section also stressed the fact that guidance personnel must have the time, resources, and the opportunities to provide guidance interventions so that they can be done systematically and developmentally. To make sure that the time, resources, and opportunity requirements are met, comprehensive guidance and counseling programs must be central to the delivery of vocational education now and in the future. What follows are five basic premises from which comprehensive guidance and counseling programs in our schools and institutions can be developed and managed so that guidance personnel, together with their colleagues in vocational education, can fully assume their crucial role in responding to national challenges and individual and societal needs.

First, guidance is a program. As a program, it has characteristics similar to other programs in education and vocational education, including:

a. learner outcomes (competencies) in such areas as self-knowledge and interpersonal relations, decision making and planning, and knoweldge of life roles including worker and learner roles;

b. activities and processes to assist learners to achieve outcomes such as these;

c. professionally certified personnel; and

d. materials and resources.

Second, guidance and counseling programs are developmental and comprehensive. They are developmental in that guidance activities must be conducted on a regular and planned basis to assist young people and adults to achieve career development competencies. While immediate and crisis needs of individuals must be met, a major focus of developmental programs is to provide individuals with experiences to help them grow and develop. Guidance programs are comprehensive in that a full range of activities and services are provided including assessment, information, counseling, placement, follow-up, and follow-through.

Third, guidance programs focus on individuals' competencies not just their deficiences. To some, a major focus in guidance is on the problems individuals have and the obstacles that they may face. This emphais is important but it should not be dominant. If it is empahsized in isolation, attention often focuses on what is wrong with individuals, not what is right. Obviously, problems and obstacles need to be identified and remediated, but they should not overshadow the existing or potential competencies of individuals. A major emphasis in guidance and counseling programs should be on helping individuals identify the competencies they already have plus assisting them to develop new competencies.

Fourth, guidance and counseling programs are built on a team approach. A comprehensive, developmental program of guidance and counseling is based on the assumption that all staff have teachers and administrators who have some guidance responsibilities rather than thinking it is all up to counselors. At the same time, it should be understood that professionally certified counselors are central to the program. They provide direct services to individuals as well as work in consultive relationships with other members of the guidance team.

Fifth, guidance and counseling programs mandate articulation. A basic assumption underlying comprehensive, developmental guidance programming is that there is effective link between comprehensive high school guidance programs and those located in area vocational schools and postsecondary institutions. This means that there is program continuity; that those activities begun in the comprehensive high school are carried on, as appropriate, in area vocational schools and postsecondary institutions. This means that the guidance staffs of these institutions meet together on a regular basis to exchange information and to update their programming as new student needs are identified.

THE NATURE AND USE OF CAREER GUIDANCE PROVISIONS OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

In March 1987, the National Consortium of State Career Guidance Supervisors commissioned a study of the use of Vocational Education Act monies for career guidance across the United States. The purpose of the survey was to (1) gain advice with respect to changes needed in the career guidance portions of the act and (2) acquire impact data for use in gaining broader support for career guidance in future legislation.

A questionnaire was mailed to state career guidance supervisors in each of the 50 states and Washington, D.C. Thirty-one responses were received.

Current Definition of Career Guidance Causes Program Improvement

Recent legislation has defined career guidance within vocational education and elsewhere as the body of subject matter and related techniques organized to assist in the career development of all individuals. It is designed to assist them to develop career awareness, career planning and decision skills, and employability and self-placement skills all in the context of their having an informed understanding of local, state and national occupational, educational and labor market needs, trends and opportunities. This foundation is assisting increased numbers of youth and adults in their career development and their making of informed educational and occupational choices.

The states responding suggested that this new and broad definition has helped them to:

1. expand and improve their leadership roles in improving career guidance programming
2. provide career guidance in their states which helps establish improved state and local priorities
3. expand significantly program enrichment efforts
4. provide a much more effective organizational structure for guidance and counseling program improvement

A Guidance Curriculum

One of the important objectives of the Carl D. Perkins Act was to give priority and funding to building a durable career development content curriculum for guidance programs. This goal is in the process of being achieved. Over two-thirds of the states suggested that they have helped local schools purchase needed materials, stimulated local curriculum development, and spawned massive local staff training.

This is important to guidance program improvement in that full implementation won't occur until local schools assist all students gain competence in career planning, decision making and self placement.

State Leadership and Influence

A number of questions dealt with the potential influence resulting from having guidance representation on (a) the National Center for Research in Vocational Education Advisory Council, (b) National Advisory Council for Vocational Education, and (c) State Councils for Vocational Education.

While it hasn't been very long since these mandates have been in federal law, most state leaders find hard evidence that such representation has produced significant results. Few states however, are involved in nominating representatives, are contacted for assistance and/or data, both reflecting little communiation or collaboration. This situation could be improved if the state and local leadership took a more aggressive role in developing formal working relationships with advisory councils.

In addition, it is also the responsibility of the Congress, the Department of Education at the federal level and state policy makers to foster closer working relationships. National and state guidance representatives can only be as effective as their access to information and decision makers from the field they represent.

Hold Harmless for Guidance

While it is difficult to determine state by state what resource level was held harmless for guidance improvement, it appears most states are following the general intent of the laws.

Half of the states report that it has had significant positive effects. Most important contributions of the hold harmless clause is that it has (a) provided greater stability to guidance, (b) helped drive a planned program of program improvement and (c) helped lever local and state investments.

States recommend that more influence and input into the decision making regarding priorities for funding use be made available to state guidance leaders. A number of states reported that they didn't know how many funds were available, how they were being spent or how priorities were determined.

How were Funds Utilized

The results from the 31 states provide the following insights into how the majority of funds were used.

I. Reskilling Activities for Counselors, Guidance Staff, and Counselor Educators: It is significant to see that over 5,000 guidance and counseling staff are being retrained each year at some level which could include short-term workshops.

	(1985)	(1986)	(1987 projected)
Counselors	100 per state	100 per state	125 per state
Guidance Staff	10 per state	15 per state	15 per state
Counslor Educators	300 all states	300 all states	350 all states

II. Grade Level Concentration Priority: As the legislation suggests the majority of investment has been at the Junior and Senior levels.

	Priority	Percentage
Senior High School	1	44%
Post High School	2	20%
Junior High School	3	16%
Adult	4	12%
Elementary	5	8%

III. Special Populations Served: As recommended in the law, a broad spectrum of special needs groups were served.

Category	Priority	Percentage
Learning Disabled	1	23%
Mentally Retarded	2	19%
Physically Handicapped	3	29%
Dropout Prone	4	17%
Dropout	5	11%
Drug Dependent	6	7%
Returning Offenders	7	4%

IV. Categories of Guidance Activities Funded: The investments shown below match very well the recommended priorities in the law.

Category	Priority	Percentage
Resources for Teachers and Counselors	1	20%
Counselor Inservice	2	19%
Computerized Career Information Systems	3	18%
Student Assessment	4	14%
Materials Development	5	10%
Job Placement	6	10%
Research	7	5%
Work with Industry and Business	8	4%

V. Guidance Content Focus

Category	Priority	Percentage
Career Planning	1	16%
Career Decision Making	2	15%
Employability Skills	3	14%
Job Placement Skills	4	12%
Work World Information	5	11%
Educational Information	6	9%
Self-Understanding	7	8%
Attitudes and Values	8	7%
Job Search	9	6%

VI. Community Outreach Improvement Activities

Categorical Area	Number States Saying "Yes"	Number States Saying "No"
Business and Industry	13	10%
Organized Labor	5	16%
Local Government	5	16%
Service Groups	9	13%
Parents	8	12%
Military	10	9%
JTPA/SDA	9	12%
Employment Service	10	11%

VII. Issues That Should Be Emphasized During Reauthorization

Area	Priority	Percentage
Integration of career development into curriculum	1	23%
Professional improvement	2	15%
Career development competence as a graduation requirement	3	11%
Support/involvement from business and industry	4	10%
Decrese clients/students ratio to counselor	5	9%
Greater client/student accessibility to clients	6	6%
Salary support	7	6%
Articulation with employment and training programs	8	6%
Agency administrative support	9	6%
Free national interest and aptitude testing	10	4%
Parental support/involvement	11	3%
Summer employment of counselor	12	.05%
Confidentiality, registry, certification	12	.05%

Summary

The 31 state career guidance supervisors provide data that demonstrates that career guidance funds have been well spent in the past and that there is a need for increased levels of federal, state, and local funding. Their collective professional voices, as expressed in the findings reported here, deserve to be heard.

The need for quality career guidance efforts in implementing the Carl D. Perkins Vocational Education Act is clear and obvious. If proper acknowledgement is given to Congressman Perkins' own great commitment to helping students **choose** rather than **settle** for vocational education is kept in mind, reauthorization of the act that bears his name will surely contain increased funding for career guidance programs. Evidence reported here makes it apparent that, if funds are appropriated, state career guidance supervisors are on the job, ready to allocate those funds in ways that provide maximum help to the students, youth, and adults we all seek to serve.

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